

VZCZCXYZ0000
RR RUEHWEB

DE RUEHAM #0455/01 0561127
ZNR UUUUU ZZH
R 251127Z FEB 10
FM AMEMBASSY AMMAN
TO RUEHC/SECSTATE WASHDC 6954
INFO RUEHAD/AMEMBASSY ABU DHABI 0030
RUEHGB/AMEMBASSY BAGHDAD 6395
RUEHLB/AMEMBASSY BEIRUT 3182
RUEHEG/AMEMBASSY CAIRO 0049
RUEHLM/AMEMBASSY COLOMBO 0241
RUEHDM/AMEMBASSY DAMASCUS 4346
RUEHKA/AMEMBASSY DHAKA 0214
RUEHHI/AMEMBASSY HANOI 0027
RUEHJA/AMEMBASSY JAKARTA 0186
RUEHKT/AMEMBASSY KATHMANDU 0101
RUEHMK/AMEMBASSY MANAMA 0736
RUEHML/AMEMBASSY MANILA 0184
RUEHNE/AMEMBASSY NEW DELHI 0358
RUEHRB/AMEMBASSY RABAT 0469
RUEHRH/AMEMBASSY RIYADH 2309
RUEHTV/AMEMBASSY TEL AVIV 2058
RUEHTU/AMEMBASSY TUNIS 1093
RUEAWJB/DEPT OF JUSTICE WASHDC
RUEHC/DEPT OF LABOR WASHDC
RUEATRS/DEPT OF TREASURY WASHDC
RUEAHLA/DEPT OF HOMELAND SECURITY WASHDC

UNCLAS AMMAN 000455

SENSITIVE
SIPDIS

STATE FOR G/TIP, INL, DRL, PRM, NEA/ELA, AND NEA/RA

E.O. 12958: N/A

TAGS: [KTIP](#) [ELAB](#) [PHUM](#) [KWMN](#) [SMIG](#) [JO](#)

SUBJECT: JORDAN: INPUT FOR THE 2010 TRAFFICKING IN PERSONS
REPORT, PART 1

REF: A. AMMAN 383
[1](#)B. AMMAN 274
[1](#)C. STATE 2094
[1](#)D. 09 AMMAN 2339
[1](#)E. 09 AMMAN 2254
[1](#)F. 09 AMMAN 2074
[1](#)G. 09 AMMAN 2073
[1](#)H. 09 AMMAN 1424
[1](#)I. 09 AMMAN 1179
[1](#)J. 09 AMMAN 856
[1](#)K. 09 AMMAN 706
[1](#)L. 09 AMMAN 459
[1](#)M. 09 AMMAN 429
[1](#)N. 09 AMMAN 242
[1](#)O. 09 AMMAN 230
[1](#)P. 09 AMMAN 189

[1](#)1. (SBU) Summary: During the past year, Jordan continued to demonstrate a strong commitment and made steady progress to combat trafficking-in-persons (TIP). The primary achievement was the completion of a strong legal framework to prevent and prosecute TIP, which included the passage of a comprehensive anti-TIP law, domestic worker regulations, and recruitment agency by-laws. The government began to implement this framework during the past year. Law enforcement authorities increased investigations in TIP resulting in at least nine prosecutions using the new law. The government also completed a National Strategy to Combat TIP, the by-laws and a plan for a long-term TIP shelter, and a public awareness strategy. Several donor-funded programs built the capacity of various governmental bodies to address TIP. The government has requested additional assistance as they move forward. (Note: Due to length restrictions, the cable will be transmitted in two parts. End Note).

[1](#)2. (SBU) Despite the achievements of the past year, more

government action is required. Victim assistance and protection remains limited and the government must follow through with creating the TIP shelter and working with civil society to establish a referral system. Prevention, especially changing public behavior and attitudes towards foreign domestic workers, is also a priority. The government, working with donor-funded projects, must launch planned campaigns targeting both the public and migrant workers. Law enforcement and judicial authorities began implementation of the anti-TIP law but need to continue expanding the number of TIP investigations and prosecutions. The government, for instance, can better work with source country embassies to increase prosecutions for the forced labor of foreign domestic workers. Post has worked closely with the government to identify technical assistance needs and will continue to explore avenues to assist the many on-going initiatives. The G/TIP-funded training of judges and prosecutors and the G/TIP grant to the American Bar Association, in particular, will strengthen implementation of the legal framework now in-place. End Summary

Jordan's TIP Situation

¶3. (SBU) The following information is keyed to questions in refotel C with parenthetical references corresponding to refotel C paragraph and subheading:

¶4. (U) (25/A) The government, including the Ministry of Justice (MOJ), Ministry of Labor (MOL), and Public Security Department (PSD), started to maintain readily accessible

records of anti-trafficking investigations and prosecutions after a new anti-TIP law came into force on March 31, 2009. Previously, TIP cases were not delineated from overall criminal figures, making it difficult to obtain statistics. The MOJ and MOL, in particular, are receiving donor assistance to help delineate and track TIP-related information. The government has discussed the need for a comprehensive study on trafficking; however, one has not yet been initiated. Government bodies, such as the MOJ, MOL, and PSD, readily share available information and are eager to cooperate. The government-funded National Center for Human Rights (NCHR) is actively involved in labor issues pertaining to foreign domestic workers (FDWs) and migrant factory workers and is a key source of information, as are a handful of international and local NGOs working on the issue.

¶5. (U) (25/B&C) Women from South Asia and South East Asia, primarily Sri Lanka, Indonesia, and the Philippines, are recruited to work in Jordan for the purpose of domestic labor. As of January 30, 2010, 50,720 FDWs were registered with the MOL. FDWs continue to experience abuses such as unpaid wages, sexual assault and harassment, withholding of passports, verbal abuse, and other forms of mistreatment. As of January 30, 2010, officials reported housing approximately 120 runaway workers at the Philippine Embassy, over 200 at the Indonesian Embassy, and almost 100 at the Sri Lankan Embassy. According to these embassies, the vast majority of the runaways fled some form of forced labor. The Philippine embassy reports that approximately 95 percent of runaways had their passports confiscated and 90 percent were either underpaid or received no salary for their work. Eight of the 120 workers present in their shelter on January 30 reported some form of sexual assault or rape. Diplomats from the Sri Lankan and Indonesian embassies report similar findings.

¶6. (U) (25/B&C) Men and women from South Asia and South East Asia are recruited to work in Jordan in the textile industry. These individuals work in a range of garment factories, including those with Qualifying Industrial Zone (QIZ) status. (Note: In 1996, Congress authorized the President to designate areas, known as QIZs, from which Egypt and Jordan can export products to the U.S. duty-free, as long as these products contain inputs from Israel and a combination of input from the QIZ, Jordan, the West/Bank Gaza, and the U.S. End Note.) As of January 30, 2010, the MOL reported 24,944 registered migrant workers working in approximately 80

garment factories across the country. There do not appear to be organized trafficking networks operating between Jordan and the home countries of migrant garment workers; however, some workers in a few garment factories have experienced conditions that could be considered forced labor, such as delayed or unpaid wages and overtime, withholding of passports, and, in a few cases, verbal abuse. These factories were largely small in size and did not export to the U.S. market. Governmental and non-governmental organizations continued to report a decline in instances of forced labor due to enhanced labor inspections and other government measures.

¶17. (U) (25/B&C) Police and civil society contacts report that women from Eastern Europe and Northern Africa continue to enter Jordan for illicit purposes. The PSD Criminal Investigation Department's anti-TIP unit investigated and found a few cases of Moroccans and Tunisians being subjected to forced labor and prostitution in nightclubs and restaurants. The government and police state there are no organized trafficking networks bringing in these women, but

there is very little governmental and non-governmental information available on the extent of the problem.

¶18. (U) (25/B&C) Men and, to a lesser degree, women from Egypt and Syria seek employment in Jordan in several sectors, including in construction, agriculture, and tourism. Egyptians account for two-thirds of the total foreign workforce. Local NGOs and the media reported the forced labor of some Egyptian workers, including the withholding of passports, forced overtime, non-payment of wages, and restrictions on movement. Additionally, a few local organizations state there is an element of exploitative child labor in the agriculture sector, particularly among migrant families. The government and NGOs, however, have very little information regarding the extent of forced labor and child labor among these migrant workers (ref A).

¶19. (U) (25/B) To a much lesser degree, Jordan may be a transit destination for trafficked men and women from South and South East Asia. Some contacts stated that these men and women may transit Jordan en route to other Middle Eastern countries, such as Syria, Egypt, or Iraq to then experience labor exploitation. The workers reportedly possess valid transit visas and only enter Jordan's airports due to the routing of flights from the source to the destination countries. There were prior year reports of men brought to Jordan with the promise of employment within the country, only to be trafficked into Iraq.

¶110. (U) (25/B) There was at least one allegation of Jordanians being sent to Iraq for employment in 2009, only to be paid less than promised and to have their passports confiscated and mobility hindered.

¶111. (U) (25/D) FDWs are particularly vulnerable to trafficking as they live and work in private homes and, according to activists, these unskilled foreign women are often viewed in society as third-class citizens. Other migrant workers are also vulnerable to forced labor due to indebtedness to recruiters, reliance on employers to renew work and residency permits, and societal attitudes towards foreign workers.

¶112. (U) (25/E) Exploitation of FDWs begins with the recruiting agencies in source countries but continues with some receiving agencies in Jordan and with many Jordanian employers according to a range of contacts that follow or work on the issue. Some source country agencies exaggerate the FDWs' qualifications and issue illegal contracts or do not explain contract terms and work requirements properly. When the FDW arrives in Jordan, the receiving agency is faced with the choice of repatriating the FDW - at a loss to the company - or hiring the individual out to Jordanian employers who expect a different skill set. When the employer complains and demands that the agency take the FDW back, many agencies reportedly will simply find another unsuspecting

employer. Regulations prohibit the transfer of workers from one sponsor to another under any circumstances, unless approved by the MOL. Some governmental officials and nongovernment observers state, however, that illegal transfers are still common because agencies make large profits by shuffling FDWs, charging each new employer the full cost of importing the worker. (Note: On average, an employer must pay the recruitment agency 2,000 JD (\$2,800) to hire a domestic worker. End Note)

¶13. (U) (25/E) Employers are the primary source of forced labor among FDWs. Anecdotal evidence, for instance, suggests that the majority of Jordanians believe travel documents should be withheld from the FDW, the worker should not be allowed to leave the house alone, and there should be no days off (ref F). NGOs reported numerous cases of FDWs not being paid, in some cases over a period of years. FDWs and local NGOs also reported numerous cases of sexual assault or verbal and physical abuse by their employers. Employers were found to have used numerous methods of coercion, including the threat of imprisonment for theft or other crimes if the worker attempts to run away.

¶14. (U) (25/E) The government approved on August 25, 2009 by-laws for domestic worker recruitment agencies. The by-laws, which now require implementing regulations, will greatly strengthen requirements to operate and receive a license and gave the MOL greater monitoring and enforcement authorities. Under the regulations, an agency must have a minimum of six employees, 120 square feet of office space, 100,000 JD (\$140,000) (vice the prevailing 50,000 JD) bank guarantee, 30,000 JD (\$42,000) capital requirement, and the manager must hold a university degree. The MOL states that these requirements are necessary for a legitimate recruitment agency to function properly and state that small, difficult to regulate agencies will be forced to close. Recruitment agencies will be given one year or until their next license renewal to meet the new criteria. During the reporting period, nine recruitment agencies were ordered to close for not complying with the labor law, domestic worker by-laws, or for complaints filed against them. Six agencies had their closure order suspended after resolving the problems; three have been closed permanently.

¶15. (U) (25/E) When exploitation takes place among garment sector workers, factory managers or production line supervisors in Jordan generally bear the most responsibility based on complaints and governmental and nongovernmental investigations. Some textile workers alleged that managers withheld their passports, delayed wages, delayed or did not fully pay for overtime and, in a few cases, verbally abused employees. Some factories hire directly from source country recruitment agencies. In some cases, the workers reported being issued contracts not representative of their actual employment or that full terms of their contract were not fully explained or understood.

¶16. (U) (25/E) During the reporting period, allegations of labor violations in the garment sector continued to decrease due to more rigorous MOL inspections, increased awareness, and improvements in factory working conditions. The MOL operates 23 labor offices, of which 21 have an inspection function. The MOL has trebled the size of its inspectorate, which now stands at 140. The MOL is currently hiring an additional 35 inspectors. In 2009, the labor inspectorate conducted over 176,000 planned or on-the-spot investigations covering all sectors, except agriculture. (Note: Domestic workers and agricultural workers were placed under the labor law in 2008. While the domestic worker by-laws have been enacted, the government is still working on the by-laws for agricultural workers. Once these by-laws are enacted, the inspectorate will have the authority to conduct inspections in this sector as well. End Note)

Setting the Scene: GOJ Anti-TIP Efforts

¶17. (U) (26/A) The government publicly acknowledges that

trafficking is a problem and continues to undertake active measures to combat the problem. However, some government officials continue to publicly and privately state that the problem of trafficking, especially of domestic workers, is overstated by international and local organizations and the media. However, even officials who did not believe TIP was a significant problem assisted in the significant measures completed the past year to fight trafficking, including enactment of the anti-TIP law, increased investigations and prosecutions, domestic workers regulations, recruitment agency regulations, development of National Strategy to Combat TIP, and by-laws for a shelter.

¶18. (U) (26/B) The National Committee for the Prevention of Human Trafficking (National Committee) is the body responsible for overseeing government efforts to prevent and prosecute trafficking and protect victims. The National Committee is chaired by the Minister of Justice and includes representatives of the MOL, PSD, Ministry of Interior (MOI), National Center for Human Rights (NCHR), National Council for Family Affairs (NCFA), Ministry of Foreign Affairs (MFA), Ministry of Social Development (MOSD), Ministry of Industry and Trade (MOIT), and Ministry of Health (MOH). The MOL acts as the lead agency to combat forced labor among migrant workers with a focus on FDWs and textile workers. The PSD is the lead agency to investigate transnational trafficking, sexual exploitation, organ trafficking, and egregious forced labor cases. The PSD Borders and Residency Department is the lead agency in monitoring the country's borders. The PSD and MOL are also cooperating on the formation of a joint TIP investigation unit. The MOSD led an inter-agency effort to develop a shelter plan for TIP victims.

¶19. (U) (26/B) The MOL maintains a directorate for foreign domestic workers. This office's mission is to control and monitor all FDW issues, including licensing and monitoring of recruiting agencies, issuance of work permits, and investigating reports of abuse. The directorate's mission is not being fully met, primarily due to capacity constraints, according to the directorate and local civil society organizations.

¶20. (U) (26/C) The government continues to face financial and human resource constraints on its ability to introduce and implement anti-trafficking efforts, such as awareness raising, investigation and prosecution capacity, and assistance to victims. As such, the government relies on donor programs to build capacity and help implement TIP activities. Additionally, Jordanian society traditionally tends to prefer to resolve domestic issues within the family or informally outside the court system. The most egregious of the abuses that some FDWs workers suffer - physical and sexual assault - are crimes that often go unreported according to activists and nongovernmental organizations dealing with women's rights and/or domestic workers. Factors such as language and cultural barriers also hamper the reporting of these crimes.

¶21. (U) (26/D) The government did not have a systematic methodology or mechanism of monitoring and reporting on its anti-trafficking efforts during the reporting period. However, the newly approved National Strategy to Combat TIP (para 69-70), which reportedly contains required activities and targets, will be used as a framework to monitor and report on government efforts. Progress on achieving strategy goals will be evaluated every six months. In general, the National Committee's formation and its subcommittees have

improved coordination and information sharing between government agencies.

¶22. (U) (26/E) The government maintains well-established systems to establish and document the identity of the vast majority of citizens not withstanding ethnicity. A few citizens reported being unable to obtain birth certificates for their children, but their problems were due to unique

circumstances, such as an unrecognized inter-faith marriage and children of converts.

¶23. (U) (26/F) The government is capable of gathering and analyzing a range of law enforcement data and information. For instance, the police, judiciary, and labor inspectorate have received assistance to improve their data collection and case management systems. The main problem with TIP data collection and analysis is that it is a relatively new issue for law enforcement entities and was not originally incorporated into their systems. Over the coming years, this should change. The USAID Rule of Law project, for instance, is creating fields in the judicial database and information system to allow the judiciary to classify and track trafficking cases. Until now, the MOJ had to run through each crime category to see if trafficking was involved. The labor inspectorate is also working on their database and case management system and informs Post that forced labor violations will be delineated. Interlocutors also state the formation of the joint police-labor inspector anti-TIP investigation unit should also allow for better data collection and tracking.

Investigation and Prosecution of Traffickers

¶24. (U) (27/A) A comprehensive anti-TIP Law came into full force on March 31, 2009, thirty days after its publication in the official gazette. The law covers sexual exploitation, forced labor, and organ trafficking. "Crimes of TIP" are defined in the law as the recruitment, transportation, and harboring of individual(s) by means of the threat or use of force or other forms of coercion, abduction, fraud, deception, or abuse of power for the purpose of exploitation. Transnational and internal forms of trafficking are covered. In addition to defining punishments, the law established the National Committee (replacing a previous inter-ministerial committee), provided for legal protection of victims, and stated that one or more shelters may be created.

¶25. (U) (27/A-C) The anti-TIP law stipulates a punishment of up to ten years in prison with hard labor for the following offenses, whether sexual exploitation or forced labor:

- If the person trafficked is under 18 years of age;
- If the person has established, organized, or managed an organized criminal group for human trafficking;
- If the victims include females or persons with disabilities;
- If the crime involves exploitation in prostitution, any other form of sexual exploitation, or organ removal;
- If the act is committed by threat or use of a weapon;
- If the crime causes the victim to suffer chronic incurable disease;
- If the person is a relative of the victim;
- If the person is a public official and committed the crime by abusing his/her office;
- If the crime is transnational in nature.

¶26. (U) (27/A-C) Other human trafficking crimes receive a punishment of at least six months and/or a fine of not less than \$1,400 (1,000 JD) and not more than \$7,000 (5,000 JD). The law also stipulates a minimum sentence of six months for any person who knew about the crime by virtue of his/her job and did not notify officials. Any person who hid or disposed of evidence shall be imprisoned for no more than one year or receive a fine of not less than \$280 (200 JD) and not more than \$1,400 (1,000 JD). The National Committee is also given the authority to close businesses for human trafficking crimes and confiscate related profits. The law does not prevent stiffer penalties through the application of other legislation.

¶27. (U) (27/A-C) The labor law can also be used to punish labor trafficking offenses. Under the labor law, if an employer forces, threatens or coerces someone to work (including withholding passports), the offender faces a fine of \$700 - \$1,400 (JD 500-1000). Anyone peripherally involved

in the case can also be punished under the same law. Fines for general failure to comply with the labor law were increased in 2008 from \$140 - \$700 (100-500 JD) to \$420 - \$700 (300-500 JD). If the offender repeats the violations, the above fines are doubled.

¶28. (U) (27/A-C) The government views the labor law as a new vehicle to protect domestic and agricultural workers and punish forced labor offenses. On August 25, 2009, Jordan's cabinet endorsed new domestic worker regulations (labor law by-laws) aimed at protecting their rights of FDWs. The regulations were drafted in consultation with civil society after agriculture and domestic workers were included under the labor law in June 2008. Provisions include:

- Ten-hour work day with one day off per week.
- Fourteen days of paid annual leave and fourteen days of paid sick leave per year.
- Entitlement to contact family in their home country at least once per month at employer's expense.
- Freedom to practice their own religion.
- Worker cannot be taken out of Jordan without the worker's approval and only after notifying the worker's embassy.
- Worker must only work in their assigned home and cannot be sent to work in other people's homes.

¶29. (U) (27/A-C) In case of a complaint, the recruitment agency by-laws authorize the MOL to send a male and female labor inspector to the domestic worker's workplace but only after obtaining the employer's approval. The labor inspectorate can ask for a judicial warrant if employer approval is not given. If an employer is found in violation of the domestic worker regulations, the employer will be issued a warning and required to resolve the violation in one week. If not resolved, the employer will be subject to punishment as stipulated in the labor law.

¶30. (U) (27/A-C) The domestic worker regulations also contain employer protections. For instance, the domestic worker "must respect the privacy of the workplace, not reveal secrets of the house, respect the employer's traditions and culture, and not leave the house without the employer's permission." Migrant worker and TIP activists took special exception to the requirement that a FDW must obtain the employer's permission to leave the house. MOL contacts state this provision conforms to local societal rules citing that many Jordanian women themselves must notify their male family members before leaving the house. If a domestic worker runs

away, the employer is not obligated to fulfill any financial obligations towards the workers nor will the employer have to bear the expense of sending the worker back to her country.

¶31. (U) (27/A-C) A range of other legislation can and has been used to investigate, prosecute and punish both sexual exploitation and labor trafficking. Under the Passport Law of 2003, anyone found in possession of a passport not their own is subject to imprisonment of six months to three years, and/or fines of \$700-\$1,400 (500-1000 JD). Several penal code articles, such as those pertaining to murder, rape, sexual assault, and kidnapping can also be used to prosecute offenders depending on the circumstance of the case.

¶32. (U) (27/C) Tamkeen, a new NGO that provides legal services to migrant workers, has successfully tried wage dispute cases before administrative courts. In 2009, Tamkeen filed 20 cases of wage non-payment before the court and each time won some level of compensation for the worker. No criminal penalties were attached to the decision but the employer was ordered to compensate the worker for missing wages. Some of the workers had not received wages for two years. The majority of cases involved domestic workers but also included those working in other sectors, such as retail, construction, and agriculture.

¶33. (U) (27/C) Tamkeen also initiated a civil case against an alleged trafficker. The victim reportedly was sexually assaulted, abused, unpaid, and not allowed to leave the

household. The public prosecutor trying the case refused to use the anti-TIP law as he felt it was not trafficking but did charge the alleged trafficker with sexual assault charges under the penal code. The criminal charge and civil lawsuit are being tried simultaneously before a criminal court. The cases were on-going as of February 10.

¶34. (U) (27/D) Jordanian law provides for the death penalty for the rape of a girl less than 15 years of age. The penalty for rape of a girl or woman 15 years of age or older is not less than ten years imprisonment with hard labor.

¶35. (U) (27/E) The government continued to increase the number of TIP investigations and prosecutions during the reporting period. The PSD investigated cases of forced labor, sexual exploitation, organ trafficking, selling of children, and human smuggling and worked with prosecutors to initiate criminal proceedings. Below is the breakdown of investigated cases that resulted in a prosecution:

--Selling of Children (2 cases): The PSD investigated two instances of women selling their children. Both women, one Iraqi and one Jordanian, allegedly gave birth to an illegitimate child (i.e. they were not married to father) and attempted to sell their children. Prosecutors charged them under the anti-TIP law. The cases were ongoing as of February 10.

--Forced Labor of Domestic Workers (1 case, possibly another): The PSD investigated the forced labor of a Sri Lankan FDW. The woman had not been paid for over ten years and was never allowed to leave the household. The employer is being tried under the anti-TIP law. The woman is currently residing in the Sri Lankan embassy shelter. The case is on-going. The PSD stated another employer of a FDW has been tried under the anti-TIP law but, as of February 15, had not provided Post with details.

--Sexual Exploitation: In late 2008, the PSD Criminal Investigation Department's anti-TIP unit investigated the forced prostitution of two Tunisian women. The alleged traffickers were detained, prosecuted, and convicted. Post has requested detailed information on the charges, punishments, and traffickers. As of February 15, MOJ contacts stated they were in the process of gathering the information.

--Organ Trafficking (6 cases since April 1, 2009): The PSD investigated numerous cases involving organ trafficking during the reporting period. The MOJ states these investigations have resulted in three prosecutions but the PSD state there have been six prosecutions. (Note: Post is seeking clarification but some investigations may have led to combined prosecutions. End Note.) The victims were largely recruited in Jordan and then sent to Egypt for the surgery. The anti-TIP law is being used to try these cases. Prior to April 1, 2009 (anti-TIP law coming into force), the PSD states 42 cases of organ trafficking were investigated and prosecuted in 2008 and 2009 using a 1977 anti-organ trafficking law.

--Human Smuggling (not trafficking) (7 cases): In 2009 and 2010 the PSD Borders and Residency Department found on seven separate occasions attempts to smuggle people into Syria at the Ramtha border crossing. The smugglers, including a Turkish citizen, are being tried under an anti-smuggling law. The smugglers primarily used shipping containers to hide the people and were reportedly paid in the range of 1,000 JD (\$1,400) per person. The PSD believe the ultimate destination was Cyprus and Europe using Syria and Lebanon as transit points. The cases involved 16 Bengalis, 29 Indians, and 153 Egyptians.

¶36. (U) (27/E) A limited number of other forced labor cases were handled by the judicial system during the reporting period. For instance, Tamkeen handled 20 cases of non-payment of wages before administrative courts. The judge awarded at least partial compensation in each case.

¶37. (U) (27/E) The MOL continued to strengthen its investigation and punishment of labor abuses in garment factories through enhanced inspection capacity. In 2009, MOL inspectors issued at least 41 fines for forced labor violations in garment factories. The MOL is still creating a database that will enable them to better disaggregate statistics based on the type of violation.

¶38. (U) (27/E) The MOL also investigated and punished recruitment agencies for labor violations. In 2009, the MOL closed three recruitment agencies for violating the labor law, recruitment agency regulations, and/or for complaints filed against them. The MOL issued closure orders on another six agencies but reinstated their permits after they resolved the problems. In addition, the inspectorate issued 48 warnings against recruitment agencies and issued 17 fines for failure to comply with the labor law or recruitment agency regulations. The director of the MOL Foreign Domestic Worker Directorate states that, on average, 15-20 recruitment agencies are temporarily suspended at one time until they address violations or become complaint with the law. Violations include recruitment of sick and underage workers, illegal transfer of workers from one employer to another, and receiving placement fee but not delivering a worker in a timely manner.

Beecroft